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ABSTRACT

During the spring of 1975, a North Carolina statewide survey was conducted to determine public opinion relative to the following land use options: Federal or State based land use controls; no land use controls; or locally based land use controls. Data were derived from a mail questionnaire sent to randomly selected individuals throughout the State. In order to derive a sample proportional to the State's population and one of sufficient size for county comparisons, 2 sets of data were developed (a statewide proportional sample which yielded a 68 percent response rate and a county sample which yielded a 66 percent response rate). Results indicated the North Carolina public: (1) was positively inclined toward county land use planning; (2) was only moderately inclined toward statewide land use planning; (3) was more positively inclined toward land use planning when there had been previous involvement, either via education or prior experience in land use planning; (4) was generally less supportive of the environmental movement in 1975 than was the case in 1973; (5) was more supportive of economic and agricultural growth in 1975 than was the case in 1973; (6) demonstrated little change between 1973 and 1975 in the support of land use; (7) demonstrated some variations according to education, income, and rural-urban locations. (JC)

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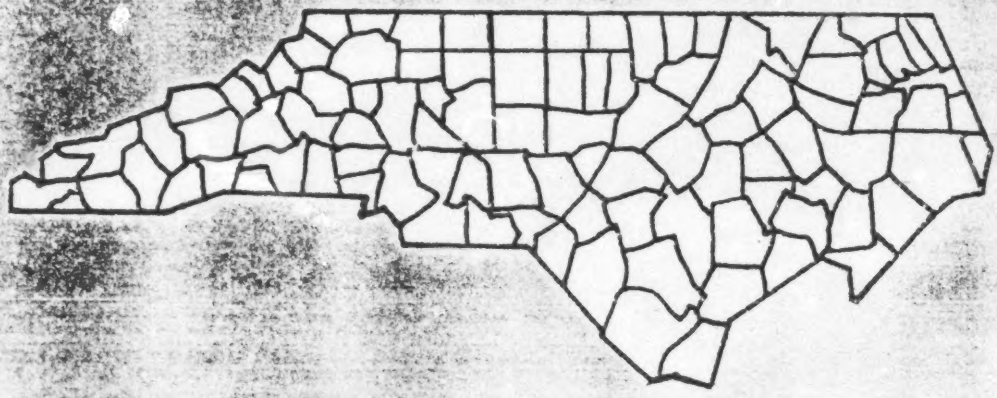
NORTH CAROLINA
TODAY AND TOMORROW



Vol. 9 Peoples' Views on Land Use

RC009107

HIGHLIGHTS

The public is very positive toward county land-use planning but only moderately positive toward state-wide land-use planning. The public overwhelmingly wants local control. There are some variations according to education, income and rural-urban locations. From an educational perspective those that have been involved in land-use planning or that feel they have some knowledge about land use are much more supportive than those that have never been to a land-use meeting or have no information about land use. While the public support for the environmental movement as a whole has decreased between 1973 and 1975 and public support for economic and agricultural growth has increased, support for land use has remained about the same.

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INTRODUCTION[1]

Pioneering North Carolinians wrestled a state out of the wilderness; they cleared and developed the land. If they despoiled it, there was always fresh land over the horizon. But the open spaces which were once so abundant and easily acquired in America are now history. Some eighty years ago, Frederick Jackson Turner pronounced the American frontier closed. Its final vestige, the Homestead Act, has recently expired in Alaska. For two hundred years, a person's freedom to use his land as he wished was cherished as an implicit value of American life even though government controls have always made that freedom less than absolute. The relationship between abundant land and American democracy is intimate. In 1776, John Adams wrote that, "if the multitude is possessed of the balance of real estate, the multitude will have the balance of power and, in that case, the multitude would take care of the liberty, virtue and interest of the multitude in all acts of government."[2] The ideas of John Adams, Thomas Jefferson, James Madison, Daniel Webster and

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[1]These publications are dedicated to the 8,900 respondents who graciously gave of their time to complete and return the lengthy questionnaire. We extend our appreciation to Southern Bell Telephone and Telegraph Company and Carolina Telephone and Telegraph Company for making all their telephone directories available free of charge. I would also like to acknowledge the support which the following people have given: Dr. George Hyatt, Jr., Associate Dean of the School of Agriculture and Director of the Agricultural Extension Service; Dr. Carlton Blalock, Associate Director, Agricultural Extension Service; Dr. Selz Mayo, Professor and Head, Department of Sociology, and Mr. John Collins, In Charge, Community Development Extension. Finally, the project could not have been completed without the excellent computer and clerical assistance of Dr. Choon Yang, Ms. Jeanne Martin, Mrs. Pat Rhodes, and Mrs. Anne Poole.

[2]"Land Use Planning Act of 1974," Report of the Committee on Interior and Insular Affairs, House of Representatives, Washington, D. C.: U. S. Government Printing Office (February 13, Report No. 93-798) p. 103, 1974.

other Federalists are incorporated both in the fifth admendment of the Constitution and in the fabric of over 60,000 local units of government which currently manage land resources across the Nation.

Today, it is acknowledged that there must be limits to the use of land. Will Rogers' dictum "Buy land, they aren't making any more of it" is truer today than ever before. Not only are there limits on the land which can be acquired but there are also limits upon what the land and the human spirit can endure. Not only the capabilities of land determine use but also the human spirit which requires beauty and diversity in its surroundings.

In recent years, the use of land in the State of North Carolina has become of increased concern because of the many problems which accompany population growth and industrial development. The State's natural resources and scenic beauties are very attractive attributes both to the citizens within the State and to citizens throughout the East coast. Recognition of the State's natural beauty and its many resources are evidenced in the upsurge in subdivision activity for recreational development and acquisition of large scale farmlands by large corporations and foreign governments. There has also been a prolification of strip developments and sprawling suburbs, often consuming prime agricultural land. There are increased demands for parks, schools, recreational facilities, houses and factories. In short, considerable competition is being felt for limited land resources. Accompanying the concern for the use of land is the interest in planning, orderly growth, and improving the quality of the environment. Various national programs such as Title VII of the Housing Act of 1970 and its complement Title IX of the Agricultural Act of 1970 are providing assistance for states working with these problems. Public participation in some form is often prerequisite for obtaining these funds.

With increasing pressures for growth and development, the State of North Carolina, and particularly the people within North Carolina, are rapidly approaching the cross-roads of far reaching decisions concerning what life is going to be in the future. In oversimplified terms, North Carolinians are facing three options: (1) Federal or State based land-use controls, (2) no land-use controls, or (3) locally based controls. The first, "Federal or State based land-use controls" option, if rigidly and uniformly enforced would be the most controversial and difficult to achieve. The second, "no control" option, if followed, might produce serious economic and environmental problems within a few years. The third, "locally based controls" option could allow for the gradual implementation of necessary controls but may not achieve a desired balance between cost to society and individual benefits. Also it may lead to controls after the fact rather than in anticipation of proper land use. However, in a democratic society, it is unwise to adopt any of the above options or variations of the options without a careful consideration of what is desired by the public. Plans and strategies are not likely to achieve success unless public support is evident.

This leads to the point of this publication. How do North Carolinians feel about land use? Do they favor county land-use planning? Do they favor state-wide land-use planning? At what level of government do they want land-use controls implemented? To what extent do they want to be involved in land-use decisions? What do they think of current government efforts?

At the present time, little information is available concerning the public's view of land use. Some information is provided piecemeal through the various public opinion polls, but these data tend to be very limited in scope and geographical coverage. In order to ascertain what North Carolinians feel about the various aspects of land use, a mail questionnaire was sent to

a random sample of North Carolinians in the Spring of 1975. This is part of a larger study titled North Carolina Today and Tomorrow conducted under the auspices of the Agricultural Extension Service.[3]

The sample was drawn from telephone directories because of the ready access without legal restrictions and because they are the most comprehensive listing available in North Carolina. Heads-of-households were selected as the basic unit of analysis. In 1975, approximately 85 percent of households had telephone service in North Carolina. There are several biases in this procedure. The survey tends to miss some older people, some young, mobile individuals and some of the poor. In the state-wide proportional sample, 3,054 respondents returned usable questionnaires for a response rate of 68 percent. (See details of sample procedure on the last two pages of this publication)

LAND USE ISSUES

In the following pages, the public's view on land use will be studied through a series of questions and answers. In all, nine questions will be explored.

QUESTION 1: DO NORTH CAROLINIANS FAVOR LAND-USE PLANNING?

Overall the vast majority do favor county land-use planning. Approximately 69 percent agreed with the statement "I favor land-use planning in my

[3]This publication is number nine of nine Volumes of data on North Carolina Today and Tomorrow. Volume 1 contains information on the Western counties; Multi-County Planning Regions A and B. Volume 2 focuses on Regions D and G; Volume 3 on Regions C, E, F; Volume 4 on Regions J, K, L; Volume 5 on Regions H, M, N; Volume 6 on Regions Q and R; Volume 7 on Regions O and P. Volume 8 will focus on community services from a state-wide perspective. These publications will be available through the County Agricultural Extension Service. Copies may also be obtained by writing directly to the author.

county." Only 10 percent disagreed. The other 21 percent weren't sure.[4] However, when respondents were asked whether they favored state-wide land-use planning, only 47 percent agreed and 29 percent disagreed. One-fourth of the respondents had not formulated an opinion. In short, one can see that approximately 69 percent favor county land-use planning, while only 47 percent favor state-wide land-use planning. (See Table 1)

Table 1: Attitudes of North Carolinians toward land-use planning (N=3054).

Response Categories	I favor land-use planning in my county	I favor state-wide land-use planning	Local citizens should have more direct say in how land should be used in their areas
Strongly Disagree	2	5	1
Disagree	8	24	3
Don't Know	21	24	5
Agree	59	40	58
Strongly Agree	10	7	33
	100%	100%	100%

This support was not uniform across all segments of the public. For example, over three-fourths of those that attended college favored land-use planning in their county. (See Table 2, page 8) While approximately 60 percent of those with a high school or grade school education favored county land-use planning. This same kind of relationship was apparent in regard to state-wide land-use planning. Family income had a slight effect on attitudes toward county land-use planning but no effect on state-wide land-use planning. Those who lived in more urban areas were more favorable toward both county and

[4] All percentages should add up to 100 percent. Missing responses were excluded from analysis. On the average, 2 percent of the respondents did not respond to a particular item.

Table 2: Characteristics of people who favor land-use planning (Percentages).

Characteristics of People		N	I favor land-use planning in my county	I favor state-wide land-use planning
EDUCATION:	Grade School	392	58%	40%
	High School	1164	62	42
	College	877	74	50
	Higher Degree	384	86	63
FAMILY INCOME:	Less than $6,000	520	60	45
	6,000 to 14,999	1261	67	47
	15,000 to 24,999	671	77	52
	$25,000+	261	86	46
AGE:	Under 30	542	71	57
	30 to 39	603	67	46
	40 to 59	1137	69	44
	60+	580	67	45
RURAL URBAN:	Farm	372	48	31
	Town less than 10,000	1004	68	44
	10,000 to 49,999	694	74	50
	50,000+	685	79	57
AMOUNT OF LAND OWNED:				
	None	660	67	42
	Less than 1 acre	1001	76	28
	1 to 5 acres	812	69	39
	6 or more acres	363	50	49
KNOWLEDGE ABOUT LAND-USE PLANNING:				
	None	465	45	33
	Very little	1178	65	45
	Some	1132	79	54
	A great deal	123	80	50
ATTANDANCE AT MEETING RELATED TO LAND-USE PLANNING:				
	Never	2295	65	46
	One or more	506	81	51

state-wide land-use planning than people in rural areas. In fact, only 30 percent of people who lived on farms favored state-wide land-use planning. It was rather interesting that age had little effect on peoples' preferences for land-use planning. Also, those that own six acres of land or more tend to be less favorable to county land-use planning but, interestingly enough, more favorable to state-wide land-use planning than those who own less land. In summary, people of higher educational attainment and those in urban areas tend to be more favorable to land-use planning both at the county level and at the State level than their counterparts.

QUESTION 2: WHAT DOES THE PUBLIC KNOW ABOUT LAND USE?

Respondents were asked to indicate how much they felt they knew about land use. Over half felt they knew very little or nothing. (See Table 2, page 8) It should be noted that those who felt that they knew something about land use tended to be much more favorable toward both county and state-wide land-use planning. For example, only 45 percent of those that felt that they knew nothing about county land-use planning favored it while 80 percent of those that felt that they knew something or a great deal about it favored county land-use planning. Attending meetings specifically related to land use also had an effect upon peoples' attitude toward land-use planning. As one might expect, those that attended land-use meetings were much more favorable than those who had never attended land-use meetings.

In order to assess the effect of both education and exposure to land-use information upon attitudes toward land-use planning, Table 3 was constructed. The information showed that both level of educational attainment and self-reported knowledge have their individual influence on favorableness of response. These findings indicated that public attitudes toward land use were more favorable when respondents reported that they knew some-

thing about land use regardless of their level of educational attainment.

Table 3: Relation between education, self-reported knowledge about land and support for land-use planning.

	Favor county land-use planning	Favor state-wide land-use planning
Grade School Education		
No land-use knowledge (N=290).....	54.8%	34.3%
Some land-use knowledge (N=97).....	64.9	54.6
High School Education		
No land-use knowledge (N=739).....	56.5	38.2
Some land-use knowledge (N=419).....	72.5	48.2
College Education		
No land-use knowledge (N=425).....	66.6	47.0
Some land-use knowledge (N=449).....	82.0	52.8
Higher Degree		
No land-use knowledge (N=134).....	79.0	58.3
Some land-use knowledge (N=250).....	90.0	65.8

QUESTION 3: WHAT KIND OF VOICE DOES THE PUBLIC WANT IN LAND-USE PLANNING MATTERS?

It is revealing that over 90 percent of the respondents felt that citizens should have more direct say in how land is used in their area. (See Table 1, column 3, page 7) The structure of this strong feeling is uniform across all levels of income, education, rural-urban locations and age groupings.

QUESTION 4: WHICH SHOULD TAKE PRIORITY, INDIVIDUAL RIGHTS OR PUBLIC RIGHTS?

People tend to favor that the public good take precedent over individual rights, particularly when there is some infringement upon the rights of others. For example, respondents were asked whether "the use of land should be based upon the overall public good." Seventy-seven percent agreed with this statement; only fourteen percent disagreed. (See Table 4, page 11) Likewise, when asked whether an individual should be allowed to use his property in a way that would hurt the property of others, 94 percent said NO. Looking at

the individual rights perspective, when asked whether "land is a resource which should be traded for private economic gain," only 32 percent of the respondents agreed with this statement.

Table 4: Individual versus public rights. (N=3054)

	FAVOR PUBLIC GOOD		FAVOR INDIVIDUAL RIGHTS	
Response Categories	The use of land should be based upon the overall public good	No one should be allowed to use his property in a way that might damage the property of others	Land is a resource to be traded for private economic gain	Use of private land should be based on what the owner wants rather than being restricted by zoning
Strongly Disagree.....	2	1	12	8
Disagree.....	12	2	36	44
Don't Know.....	9	3	20	10
Agree.....	63	58	29	28
Strongly Agree.....	14	36	3	10
	100%	100%	100%	100%

Respondents were also asked whether "the use of private land should be based upon what the owner wants rather than being restricted by zoning." Only 38 percent agreed with this item. Thus, in general, most people tended to favor that the public good should take precedence over individual rights. However, it should be recalled that these responses deal with people as a whole. If an industrial plant locates next door or government "takes" land for the public good, one is not likely to be overjoyed. But dealing with the public as a whole, they do tend to favor that the public good should take precedence over individual rights. Again, these questions are affected by peoples' background characteristics. Those of higher educational attainment

Table 5: Characteristics of people who favor individual and/or public rights in landuse.

Characteristics of People	N	Favor Public Good: The use of land should be based upon the overall public good	Favor Public Good: No one should be allowed to use his property in a way that might damage the property of others	Favor Individual Rights: Use of private land should be based on what the owner wants rather than being restricted by zoning	Favor Individual Rights: Land is a resource to be traded for private economic gain
		% Agree	% Agree	% Agree	% Agree
EDUCATION:					
Grade School	390	76	92	61	31
High School	1171	79	94	46	32
College	872	76	94	26	32
Higher Degree	378	78	94	12	34
FAMILY INCOME:					
Less than $6,000	517	81	93	59	28
6,000 to 14,999	1259	78	94	39	29
15,000 to 24,999	666	75	94	25	38
$25,000+	275	75	93	17	40
AGE:					
Under 30	549	77	91	39	21
30 to 39	600	74	93	32	32
40 to 59	1127	78	94	36	36
60+	579	81	95	45	36
RURAL-URBAN:					
Farm	367	64	90	62	33
Town less than 10,000	993	79	93	42	32
10,000 to 49,999	698	80	94	29	32
50,000+	713	79	94	28	34
AMOUNT OF LAND OWNED:					
None	675	79	92	42	24
Less than 1 acre	1002	81	96	28	31
1 to 5 acres	809	76	93	39	36
6 or more acres	365	67	90	49	40
KNOWLEDGE ABOUT LAND-USE PLANNING:					
None	464	72	92	51	30
Very little	1155	80	94	38	31
Some	1117	77	94	32	34
A great deal	123	75	92	30	42
ATTENDANCE AT MEETING RELATED TO LAND-USE PLANNING:					
Never	2269	78	94	40	30
One or more	589	82	95	34	43

and those in urban areas were more positive toward the public good than people with less educational attainment and particularly those in rural areas. (See Table 5, page 12).

QUESTION 5: WHAT DO THE CITIZENS IN NORTH CAROLINA FEEL ABOUT CURRENT LAND-USE EFFORTS?

Respondents were asked whether they felt the current government efforts were doing a good job in protecting the environment. About one-third of the respondents agreed with the statement, one-third disagreed and one-third were not sure. (See Table 6). The responses varied considerably between different counties.

Table 6: Attitudes toward current land-use control efforts.

Land-Use Control Efforts	Strongly Disagree	Disagree	Don't Know	Agree	Strongly Agree	
Government:						
Current government controls are doing a good job in protecting our environment..	7	28	32	31	2	100%
The 1974 Coastal Management Act will benefit the citizens of North Carolina.....	2	5	68	22	3	100%
Zoning restrictions hurt more than they help an area.....	12	48	21	14	5	100%
Local Community:	Poor	Fair		Good	Excellent	
Effectiveness of land-use planning.....	26	50		22	2	100%
Effectiveness of land-use controls.....	23	46		29	2	100%

Next, respondents were asked whether they thought the 1974 Coastal Management Act would benefit the citizens of North Carolina. (See Table 6). Sixty-eight percent weren't sure. Even in the coastal area where people were affected by the Coastal Management Act, approximately 50 percent weren't sure. County variations were apparent. For example, in the county of Pamlico over a third of the respondents felt that the Act was doing more harm than good. In all the other counties covered by the Act, more people felt that it was beneficial than

harmful. For example, in Perquimans, Washington and Beaufort Counties, almost one-half of the respondents felt that the 1974 Coastal Zone Management Act would benefit the citizens of North Carolina.[5] Thus, while there are specific differences among the counties affected by the Act in regard to their assessment of whether it would benefit North Carolina, in general, most counties do feel that it will be more beneficial than harmful to North Carolinians.

Citizens were also asked whether zoning restrictions hurt more than they help an area. Only 19 percent of the respondents felt that zoning restrictions were harmful while 60 percent felt they helped more than they hurt an area. Finally, respondents were asked whether they felt that land-use planning and land-use control efforts were effective in their local communities. About 25 percent of the respondents felt that land-use planning and control efforts were poor. About the same percent felt that the effectiveness of land-use efforts were either good or excellent. This varied considerably by county. For example, in Nash county, 49 percent rated the effectiveness of land-use control efforts as good or excellent while in Cleveland county, only 7 percent rated the effectiveness of land-use control efforts as good or excellent.[5] In general, people do feel that zoning is more beneficial than harmful. However, many have not formed an opinion about the Coastal Management Act and all seem pretty well divided on the effectiveness of current governmental efforts.

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[5]See Volumes 1 to 7 of North Carolina Today and Tomorrow for information on specific counties. Volumes 6 and 7 have information on the coastal counties.

QUESTION 6: DO NORTH CAROLINIANS WANT LAND-USE CONTROL MEASURES AND, IF SO, AT WHAT LEVEL OF GOVERNMENT?

Respondents were asked to indicate whether they wanted local, state, federal or no land-use controls in relation to 14 specific situations. The vast majority of people want local control. (See Table 7) Only in regard to

Table 7: Preferred types of land-use control. (N=3054)

	TYPE OF CONTROL (%)			
Land Use Categories	LOCAL	STATE	FEDERAL	NONE
Land-use control (in general)	59	26	5	10
Changing agricultural land to other uses	44	24	4	28
Changing privately owned forest lands to other uses	35	27	6	32
Determining location of industrial plant	71	21	3	5
Determining location of a business	82	9	2	7
Determining location of a private home	73	4	1	22
Determining location of a residential subdivision	78	11	2	9
Building near environmentally critical areas	38	40	12	10
Determining location of public streets	78	18	1	4
Determining location of a house which requires septic tank	69	22	2	7
Determining location of recreational areas	60	34	3	3
Control of billboards along highways	15	61	18	5
Air pollution control	16	45	36	3
Water pollution control	18	45	35	3

environmental issues, such as water or air pollution control, do the majority favor state or federal control. In certain issues like changing agriculture or forest lands to other purposes, approximately 30 percent want NO control. In general, only 5 percent of the respondents wanted Federal control, about

10 percent wanted NO control, about 25 percent wanted State control and about 60 percent wanted local control.

QUESTION 7: HOW DO NORTH CAROLINIANS WANT LAND USED IN THE FUTURE?

Six major land-use categories were studied: Agriculture (land for human and animal food), Recreation (land for beaches, parks, etc.), Forest land (land for lumber, paper), Highways and Roads (land for transportation), Urban Areas (land for towns and cities), and Federal land (land owned by the Federal Government. (See Table 8) Respondents were asked whether they

Table 8: Preferences for the future use of land in North Carolina.

LAND USE CATEGORIES	(Percent) FUTURE ALLOCATION OF LAND		
	LESS	SAME	MORE
AGRICULTURE:			
Land for human and animal food.....	3	42	55
RECREATION:			
Land for beaches, parks, etc.....	14	47	39
PRIVATELY OWNED FORESTS:			
Land for lumber, paper, etc.....	14	54	32
HIGHWAYS AND ROADS:			
Land for transportation.....	20	58	22
URBAN:			
Land for towns and cities.....	22	59	19
FEDERAL LAND:			
Forests and federal buildings.....	37	53	10

wanted less, the same amount or more land set aside for these areas in the future. They were cautioned that, if they wanted more land in one area, they would have to have less land in another area. Overall, the only area where the public wanted considerably more land in the future was Agriculture (land for human and animal food). They also wanted slightly more land for recreational areas. They wanted about the same amount of land for forestry, highways, and urban areas. They did indicate they wanted less federally

controlled land; that is, land owned by the Federal Government for forests and other types of services and facilities. However, when specific aspects of the urban category were studied, the respondents wanted more land for residential housing, businesses, public parks, streets. In general, people did not want urban growth, but when it got down to specific areas like housing, public parks, streets, they consistently wanted more land for growth.

Finally, an attempt was made to put the public concern for land use in a more comparative perspective and assess public support over time. The environmental movement gained considerable public support in the late 1960's and early 1970's and considerable pressure was exerted on government and private industry to control environmental degradation. Examples of the results of such pressures can be seen in the National Environment Policy Act signed into law in 1970, the establishment of the Environmental Protection Agency and the enactment of legislation concerning air, water, pesticides, noise and land use.

In 1974, a serious economic recession developed in the United States. The effect of the recession was particularly harsh in North Carolina during the Fall and Winter of 1974. Strong opposition developed regarding support for environmental controls; the basic argument being that both existing and stricter controls would slow economic receovery, prohibit economic growth and increase unemployment. Because of the recession, it is wondered whether support for land use and other environmental concerns would have decreased in terms of public support. Fortunately, a comparable state-wide survey was conducted during the Spring of 1973 at a time of low unemployment, before the rise in price on food and oil and before most people realized the existence of the recession. The existence of the 1973 information allowed the following

questions to be raised.[6]

QUESTION 8: HAS PUBLIC SUPPORT FOR LAND USE INCREASED OR DECREASED BETWEEN 1973 and 1975?

QUESTION 9: HOW DOES THE CHANGE IN SUPPORT FOR LAND USE BETWEEN 1973 AND 1975 COMPARE WITH CHANGES IN PUBLIC SUPPORT FOR OTHER ENVIRONMENTAL ISSUES AND SUPPORT FOR ECONOMIC GROWTH?

In both the 1973 and 1975 studies, people were asked whether they wanted more State tax dollars spent, the same amount spent, or less tax dollars spent on such issues as Water Pollution, Air Pollution, Land Use, Agricultural Promotion, Industrial Promotion. In 1973, 60 percent of the sample population wanted more money spent on Water Pollution control, 48 percent wanted more money spent on Air Pollution control, 26 percent wanted more money spent on land-use controls, 43 percent wanted more money spent on Agricultural Promotion, and 29 percent wanted more money spent on Industrial Growth. (See Table 9, page 19) In 1975, some major changes were apparent. The percentage support for water pollution fell 11 percent; the support for air pollution fell 6 percent; the support for land-use controls remained the same; support for agricultural promotion increased 8 percent and the support for industrial promotion increased 16 percent. In general, there has been a balancing of concern for the environment and the concern for economic growth. Between 40 and 50 percent of the public wants more money spent in 1975 on water pollution, air pollution, agricultural promotion, industrial growth; however, while land use did not lose public support between 1973 and 1975, it remains very low. Again, in 1975, only 26 percent of the public wanted more funds spent on land-use planning and control.

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[6]THROUGH OUR EYES, Volume 1: "Peoples' goals and needs in North Carolina," by James A. Christenson, North Carolina Agricultural Extension Service, Misc. Publication No. 106 (December, 1975) 115 pages.

Table 9: Public support for environmental protection and economic growth, 1973-1975.

Amount of tax dollars that should be spent on environmental protection and economic growth*	1973 N=3115	1975 N=3054	Percent Change
I. WATER POLLUTION			
Less	6%	6%	0
Same	34	45	+11
More	60	49	-11
II. AIR POLLUTION			
Less	10	11	+ 1
Same	42	47	+ 5
More	48	42	- 6
III. LAND USE			
Less	27	16	-11
Same	47	58	+11
More	26	26	0
IV. AGRICULTURAL GROWTH			
Less	10	7	- 3
Same	47	42	- 5
More	43	51	+ 8
V. INDUSTRIAL GROWTH			
Less	20	13	- 7
Same	51	42	- 9
More	29	45	+16

*Slight variations existed in the wording of the items. In 1973, the items read: water pollution, air pollution, restricted zoning to control land use, develop agriculture production and marketing, and industrial development. In 1975, the items read: water pollution control, air pollution control, land-use planning and control, promotion of agriculture, and promotion of industry.

SUMMARY

The public is very positive toward county land-use planning but only moderately positive toward state-wide land-use planning. The public overwhelmingly wants local control. There are some variations according to education, income and rural-urban locations. From an educational perspective those that have been involved in land-use planning or that feel they have some knowledge about land use are much more supportive than those that have never been to a land-use meeting or have no information about land use. While

the public support for the environmental movement as a whole has decreased between 1973 and 1975 and public support for economic and agricultural growth has increased, support for land use has remained about the same.

CONCLUSION

It is very difficult for governmental land-use programs to succeed without citizen support. It is the citizen who will ultimately be affected by the land-use decision. It is the citizen who elects the leaders to support legislation, administration and enforcement. And it is the citizen who pays the bill. Because land-use decisions involve weighing and balancing of human values and not merely technical decisions regarding land capacity, the citizen has both the right and obligation to make his/her views known. Particularly citizens without a direct profit interest need to be heard.

It is also very important that citizens participate actively when land-use authority is exercised at various levels of government. Communication and transportation costs tend to inhibit the citizens' participation when land-use control powers are exercised at the state, regional and even local levels of government. However, the voice of the citizen needs to be heard and taken into account if any kind of land-use planning or legislation is to be successful in North Carolina.

A wide range of choices are available to the State, Regional and Local Governments as they respond to the land-use issues and problems facing North Carolina today. The solution ultimately reached will depend upon the political readiness, the urgency of the problem, and the citizen assessment of the need for land-use planning and land-use controls.

SAMPLE AND DATA COLLECTION[7]

During the Spring of 1975, a state-wide survey was conducted in North Carolina. A mail questionnaire was sent to randomly selected individuals throughout the State. In order to have a sample proportional to the State's population and a sample of sufficient size for county comparisons, two sets of data were developed.

First a 1/1000 sample of the total population was drawn from telephone directories for all counties. For example, Dare County had approximately 7,000 people according to the 1970 census while Guilford County had approximately 289,000 people. Thus, 7 respondents were randomly selected from telephone lists for Dare County and 289 from telephone lists for Guilford County. A statement on the questionnaire requested that the survey be completed by the head of the household. In all, 5,082 respondents were selected for the state proportional sample. Some 578 of these respondents were inaccessible because they had moved out of State, had moved with no forwarding address, were deceased, blind, disabled, or unable to be contacted either by mail or by follow-up telephone calls. These 578 inaccessible respondents were eliminated from the sample. Of the remaining 4,502 potential respondents for the state-wide proportional sample, 3,054 returned usable questionnaires for a response rate of 68 percent. This data set was used whenever reference was made to the State.

Second, in order to make the information more meaningful at the county level, an oversampling procedure was employed. All counties in the State, regardless of population size, had a minimum of 150 respondents drawn from telephone lists for each county. For example, Dare County had 7 respondents sampled for the state-wide proportional sample plus 143 respondents added in the oversample to achieve the minimum county sample size of 150. There was no oversample in Guilford County since the proportional sample exceeded 150. Thus, the combined state proportional sample and the county oversample yielded a total sample of 15,548. Because many of these respondents were inaccessible for the aforementioned reasons, the total number of potential respondents for the total sample was 13,551. Of these 13,551 potential respondents, 8,882 respondents returned usable questionnaires for a response rate of 66 percent. This data set was used for county comparisons.

The next page describes the number of potential respondents (150 minus number inaccessible) for each county, the number of usable questionnaires returned, county response rates, and number which were included in the state proportional sample. It should be noted that the state proportional sample was given special emphasis in follow-ups. Because of this emphasis, the state proportional sample had a slightly higher response rate.

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[7] More detailed presentations are available in the following articles: James A. Christenson, "A procedure for conducting mail surveys with the general public." Journal of the Community Development Society 6(#1)135-146, 1975; Don A. Dillman, James A. Christenson, Edwin Carpenter and Ralph Brooks, "Increasing mail questionnaire response: a four state comparison." American Sociological Review 39 (October): 744-756, 1974.

Table 10: Response rate for counties in North Carolina and number of responses used in statewide proportional sample.

COUNTY	COUNTY SAMPLE Potential Respondents*	Number Returned	%	Number in State Sample **	COUNTY	COUNTY SAMPLE Potential Respondents*	Number Returned	%	Number in State Sample **	COUNTY	COUNTY SAMPLE Potential Respondents*	Number Returned	%	Number in State Sample **
ALAMANCE	120	69	58	52	FRANKLIN	128	75	59	17	ORANGE	125	87	70	33
ALEXANDER	121	66	55	14	GASTON	130	87	67	85	PAMLICO	136	95	70	8
ALLEGHANY	140	97	69	2	GATES	144	104	72	8	PASQUOTANK	135	124	92	17
ANSON	136	82	60	14	GRAHAM	126	87	69	3	PENDER	118	67	57	11
ASHE	137	115	84	16	GRANVILLE	136	85	62	23	PERQUIMANS	136	79	58	4
AVERY	111	73	66	5	GREENE	138	103	75	12	PERSON	139	92	66	19
BEAUFORT	122	73	60	17	GUILFORD	243	148	61	148	PITT	133	76	57	37
BERTIE	141	98	70	16	HALIFAX	128	72	56	31	POLK	128	72	56	4
BLADEN	134	78	58	16	HARNETT	129	89	69	37	RANDOLPH	137	96	70	49
BRUNSWICK	129	89	69	16	HAYWOOD	129	80	62	29	RICHMOND	128	81	63	26
BUNCOMBE	128	83	65	78	HENDERSON	127	75	59	30	ROBESON	126	69	55	44
BURKE	126	78	62	41	HERTFORD	138	95	69	16	ROCKINGHAM	133	84	63	46
CABARRUS	130	84	65	38	HOKE	120	66	55	12	ROWAN	131	105	80	64
CALDWELL	133	78	59	32	HYDE	134	84	63	6	RUTHERFORD	124	76	61	28
CAMDEN	135	76	56	4	IREDELL	137	91	66	40	SAMPSON	140	83	59	25
CARTERET	123	88	72	25	JACKSON	128	103	80	17	SCOTLAND	137	85	62	17
CASWELL	137	100	73	14	JOHNSTON	134	74	55	29	STANLY	124	78	63	26
CATAWBA	123	92	75	57	JONES	141	79	56	5	STOKES	136	100	74	20
CHATHAM	127	91	72	21	LEE	131	74	56	19	SURRY	130	86	66	29
CHEROKEE	132	87	66	8	LENOIR	130	81	62	30	SWAIN	120	70	58	5
CHOWAN	130	69	53	7	LINCOLN	138	94	68	16	TRANSYLVANIA	131	105	80	17
CLAY	134	95	71	4	MCDOWELL	131	90	69	26	TYRRELL	141	90	64	4
CLEVELAND	142	87	61	36	MACON	116	80	69	11	UNION	135	89	66	38
COLUMBUS	139	94	68	34	MADISON	134	96	72	10	VANCE	131	82	63	22
CRAVEN	123	90	73	36	MARTIN	138	91	66	18	WAKE	194	150	77	150
CUMBERLAND	180	125	69	125	MECKLENBURG	293	200	68	200	WARREN	132	83	63	9
CURRITUCK	129	80	62	5	MITCHELL	138	83	60	7	WASHINGTON	135	79	59	9
DARE	114	70	61	4	MONTGOMERY	133	74	56	11	WATAUGA	118	78	66	16
DAVIDSON	127	77	61	60	MOORE	124	73	59	13	WAYNE	126	68	54	45
DAVIE	141	108	77	13	NASH	131	73	56	29	WILKES	134	98	3	38
DUPLIN	142	99	70	26	NEW HANOVER	129	99	77	52	WILSON	136	79	58	30
DURHAM	137	83	61	75	NORTHAMPTON	136	94	69	16	YADKIN	137	89	65	16
EDGECOMBE	125	109	87	46	ONSLOW	126	99	79	57	YANCEY	136	85	62	7
FORSYTH	183	121	66	121										

TOTAL 13,551

8,882

66%

3,054

*All counties, except the five metropolitan counties, had 150 names drawn for the sample. However, because some of the respondents were deceased, had moved, or were not able to be contacted, they were eliminated from the sample. Potential respondents equal 150 minus deceased, moved, etc.

**Number returned from a 1/1000 population sample.